

**GOVERNMENT OF ANDHRA PRADESH**  
**ABSTRACT**

Rural Development – National Rural Employment Guarantee Scheme –  
A.P. Conducting of Social Audit – Rules – Preliminary notification -  
Issued.

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**PANCHAYAT RAJ AND RURAL DEVELOPMENT (RD.II) DEPARTMENT**

G.O. Ms .No.317

Date: 22-08-2008  
Read the following:

1. G.O.Ms.No.27 PR&RD(RD.II)Dept., dt.28.01.06.
2. From the Jt. Secy.(NREGA) GOI, MORD,(NREGA Division)  
Lr.No.J-11060/9/2006-NREGA(Pt.), dt.15.11.07.
3. G.O.Ms.No.550, PR&RD(RD II) Dept., dt. 06.12.2007.

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**ORDER:**

Whereas, the Government is committed to the transparent implementation of the National Rural Employment Guarantee Act, 2005(Central Act No.42 of 2005); (henceforth NREGA 2005).

And whereas, Section 17 of the National Rural Employment Guarantee Act, 2005 provides for regular 'Social Audits' so as to ensure transparency and accountability in the Scheme. In this regard, sub-section (2) of section 32 of the NREGA, 2005 mandates that the State Government can make rules of "any other matter which is to be, or may be, prescribed, (wherein "prescribed" means prescribed by rules made under this Act) or in respect of which provision is to be made by the Central Government by rules". To ensure transparency and accountability at all levels in the implementation of the Scheme, sub-section (3) of section 23 of NREGA, 2005 mandates that "The State Government may, by rules, determine the arrangements to be made for the proper execution of Schemes and programmes under the Schemes to ensure transparency and accountability at all levels in the implementation of the Scheme;

And whereas, it is intended that social audits are to be conducted in an impartial and objective manner and that the findings of the same may be presented without any dilution and action would be taken to address the gap there of with an aim to strengthen the scheme.

Accordingly, the following notification will be published in the Extraordinary issue of the Andhra Pradesh Gazette, dated

**PRELIMINARY NOTIFICATION**

In exercise of the powers conferred by sub-section (1) of section 32 read with sub-section (3) of section 23 of the National Rural Employment Guarantee Act,2005 (Central Act No:42 of 2005) and sub-paragraph (14) of Paragraph 6 of Andhra Pradesh Rural Employment Guarantee Scheme (APREGS) notified by the State

Government in G.O. Ms. No. 27, P.R. & R.D. (R.D.II) Dept., dt. 28.1.2006 read with sub-paragraph (16) of Paragraph 6 of the modified NREGS. A.P. 13-12-2007 notified in G.O. Ms. No. 550, P.R. & R.D. (R.D.II) Dept., dt. 6/12/2007, the Governor of A.P. hereby makes the following rules to establish Social Audit as an open and

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inclusive Monitoring & Evaluation (M&E) tool under the National Rural Employment Guarantee Act and also as a means to increase transparency and accountability in administration.

2. Notice is hereby given that the matter will be taken into consideration after the expiry of 60 days from the date of the publication of this notification in the Andhra Pradesh Gazette and the objection or suggestion if any, received before the expiry of the said period will be considered by the Government of Andhra Pradesh, Hyderabad.

3. Objections and suggestions should be addressed to the Principal Secretary, RD Dept., Andhra Pradesh Secretariat, Hyderabad.

**(1) Short Title**

These rules may be called the National Rural Employment Guarantee Scheme – AP Social Audit Rules, 2008.

**(2) Definition**

In these rules unless the context otherwise requires: -

(a) "Act" means the National Rural Employment Guarantee Act, 2005.(Central Act No.42 of 2005)

(b) "Civil Society" means any village community, non-official public spirited group or individuals who expressed in writing an interest or choose to participate in the public vigilance process in general and Social Audit process in particular.

(c) "Social Audit of a Scheme" means auditing of a scheme by the primary stakeholders of the Scheme or with the active involvement of the primary stakeholders of the scheme. In this case the labourers and rural communities of the Districts where National Rural Employment Guarantee Scheme - AP, 2005 is being implemented and audit includes verification of facts on ground vis-à-vis official records taking into account the oral evidence as well, and is in effect, aided and facilitated by civil society organizations and/or Government.

(d) "Gram Sabhas" shall ordinarily mean a body consisting of persons registered in the electoral rolls relating to a village comprised within the area of Panchayat at the village level as defined in the Constitution of India or A.P. Panchayat Raj Act, 1994 and rules made there under. However, for Social Audit purposes, it can held the meeting of one ward, village or habitation constituting residents of part of a panchayat.

(e) "Resource Persons" mean the persons who will carry out the training and capacity building process for the Social Audit process.

(f) "Social Auditors" means the persons who facilitate the Social Audit, at the habitation level.

(g) "Primary Stake Holder" means the labourer's families and labourers who have worked under the EGS, and residents of the panchayats where the EGS works are being carried out.

(h) "Government" means the State Government of Andhra Pradesh.

(i) "Notification" means notification published in the Andhra Pradesh Gazette and the word "notified" shall be construed accordingly.

(j) "Programme Officer (PO)" means the Mandal Parishad Development Officer

(k) "Mandal" means a community development area within a District comprising a group of Gram Panchayats.

(l) "District Programme Coordinator" means the District Collector.

(m) "Implementing Agency" includes any department of the Central Government or State Government, Zilla Parishad, Panchayat at intermediate level, Gram Panchayat or any local authority or Government or authorized by the Central Government or the State Government- to undertake the "implementation" of any work taken up under the NREGS

(n) "Minimum wage" in relation to any area, means the minimum wage fixed by the State Government under section 3 of the Minimum Wages Act, 1948 for agricultural labourers as applicable in that area.

(o) "Social Audit on Government Orders / Memos / Executive Instructions" means the orders issued by the Government of Andhra Pradesh to indicate the process to be followed during a Social Audit.

(p) "Ward Sabha" means the meeting held at the ward level defined by the A.P. Panchayat Raj Act/Rules.

(q) "Social Audit Gram Sabha" is the special Gram Sabha to be held at least once every six months for this purpose. (Gram Sabha procedures regarding quorum, chair, announcement etc. would also apply to the Social Audit Gram Sabha)

All words and expressions used but not defined in these rules have meaning assigned to them under the National Rural Employment Guarantee Act, 2005.

### **(3) The Social Audit Resource Base:**

In order to provide support to the Gram Sabhas to carry out the functions as described in the Act in sections 15 & 17, the State Government shall facilitate a resource base in the following manner.

(i) A social audit unit which is independent of the mainstream structure shall be responsible for coordinating the social audit processes in the state. The Rural Development Commissionerate shall enter into an MOU with the unit which will be headed by a Government officer and consist of senior resource persons ,for conduct of social audits.

(ii) Resource persons are drawn from Civil Society Organizations who are having experience and worked on strengthening and establishing people's rights at the grass root level and who are specifically trained in the social audit processes. They will be the resource base at the State and District level for carrying out training and capacity building in social audits on an ongoing basis.

(iii) Village Social Auditors are members from the Vigilance Committee, as defined in the Act or of the labourers' families or

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labourers themselves who shall be identified in an open Gram Sabha, trained in Social Audit processes and who will carry out the Social Audits and present the findings in the Social Audit Gram Sabha. The process of identification and training is to be followed as per the Government Orders, Memos and Executive Instructions issued by the State Government from time to time.

**(4) Timing of Social Audit :**

- (i) The Social Audits of the National Rural Employment Guarantee Scheme in a mandal will be carried out at least once in every 6 months.
- (ii) The schedule for conduct of social audits for a particular month will be decided at the beginning of every month jointly by the social audit teams and the district administration.

**(5) Steps for conduct of the Social Audit process:**

**(i) Filing of Application for relevant official accounting or non-accounting records:**

An application will be filed before the Program Officer under the Right to Information Act, 2005, for relevant information on the Employment Guarantee Scheme in Form I at least a fortnight before the Social Audit commences. The concerned officials shall provide the required information within 7 days of the receipt of the application without fail.

**Details of information:**

- 1.Shelf of Works.
- 2.GP resolution
- 3.Technical Estimation and Sanction (work wise)
- 4.Administrative Sanction
- 5.Work commencement order
- 6.Muster Rolls
- 7.Pay orders
- 8.Measurement sheets
- 9.Work done report
- 10.Material payment vouchers and bills
- 11.Consolidated Muster roll.
- 12.Final report.

**(ii) Identification and training of Social Auditors:**

Social Auditors shall be trained as per the Government Orders, Memos and Executive Instructions issued by the State Government from time to time

**(iii) Social Audit process in the village:**

The Social Audit of National Rural Employment Guarantee Scheme in the village shall include:-

- (a) Thorough verification of Muster Roll entry and payments made in the time period specified for Social Audit by establishing contact with the wage seekers whose names are entered in the muster rolls;
- (b) Work site verification;
- (c) Focussed group discussions and holding of Ward Sabhas / habitation meetings with the primary stakeholders including special

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meetings in the Scheduled Caste/Scheduled Tribe localities on various aspects of the implementation of the National Rural Employment Guarantee Scheme;

(d) Recording the written statements of the labourers on any issue as well as filling of the Social Audit formats and writing reports will be done;

(e) Holding ward and Gram Sabhas in the Gram Panchayat to elicit information as well as read the findings of the Social Audit;

(f) Wherever possible, the latest local fund audit report or/ the report of the audit department of the Gram Panchayat pertaining to EGS works shall also be placed before the people attending the Social Audit Gram Sabha. Audit objections shall be read out along with compliance;

(g) Taking corrective action;

(h). The labourers and village community shall be informed about the Social Audit Gram Sabha by the social audit teams as well as the Administration to ensure full participation;

Creating awareness amongst the labourers about their rights and entitlements under the Act will be an important part of the Social Audit.

**(iv) Mandal Social Audit Public Meeting:**

(a) As a culmination of the social audit process ,after the Gram Sabhas are held in all the villages a social audit public meeting will be held at the mandal head quarters. The wage seekers, political representatives, the official functionaries of the EGS and the media may participate in the meeting. In the meeting, village wise Social Audit findings will be read out wherever it is required. The public will be encouraged to testify and the concerned official functionary shall respond to each of the issues identified in the social audit by giving a clarification or an explanation to the affected party and the public as to why a certain action was taken or not taken. Further the functionary will specify the time period and nature of action to be taken by him/her to rectify a gap or a lapse in the implementation as the case may be.

(b) Senior officials such as the District Program Coordinator or the Additional District Program Coordinator as well as the Program officer shall on each finding of the social audit exercise in cases of gaps, lapses or deviations fix responsibility and take immediate corrective or disciplinary action as prescribed from time to time by the Government. In case of doubt or dispute on any issue, an administrative enquiry shall be conducted and action taken accordingly in the shortest possible time and in any case not later than one month. An appropriate senior official shall conduct the enquiry and dispose of the matter as per the norms prescribed by the Government under the NREGS.

(c)The report of the Program Officer shall be communicated to the Gram Sabha.

**(6) Information on the Social Audit:**

The Program Officer shall notify in writing all the Public Representatives and also concerned staff implementing the National Rural Employment Guarantee Scheme well in advance to ensure that they are kept informed about the process and are present at the Social Audit Gram Sabha as well as the Mandal level Public Meeting.

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**(7) Independent Initiative of Social Audit:**

Social audit must be viewed as an ongoing process of public vigilance. Therefore, the statutory requirement of carrying out Social Audits twice a year cannot preclude any independent initiative of the wage seekers to carry out additional Social Audits as per the demand of the wage seekers. Government agencies shall endeavour to support such initiatives to the extent of providing copies of records as soon as possible, attending the meetings and taking action on the findings in the manner that is required for the regular six monthly Social Audit Gram Sabhas.

Reports submitted in such a process shall form part of the record, and shall be responded to by the implementing agencies. Where shortcomings are found immediate action must be taken as per these rules. The social audit report as well as the action taken report must be placed before the next Gram Sabha.

**(8) Role of Administration in the Social Audit Process:**

The Social Audit will be a process independent of the implementing agency and at no time prior to, during or post the conduct of social audit shall there be an interference by the administrative machinery at any level in the process. However, complete cooperation shall be extended to the persons conducting Social Audits. Specifically, the responsibility of the administration would be to provide required information within the specified period, to be present during the social audit gram sabha and the public meeting and to take action on social audit findings as detailed in the Government Orders / Memos issued from time to time.

**(I) The Project Director/Additional Project Director:**

- a) Shall ensure that administrative machinery cooperates in the required manner while conducting a social audit processes.
- b) Shall attend the Social Audit Public Meetings as far as possible.
- c) Shall ensure corrective action is taken on the Social Audit findings.
- d) Shall ensure that recoveries are facilitated, and in cases where those who have indulged in embezzlement return the money. Receipts shall be issued for the money returned. Money that ought to have been paid to the wage seekers shall be paid to them within seven days of recovery.
- e) Shall ensure that the money recovered during the Social Audit process is shown under a separate head in the NREGS – A.P. accounts.
- f) Shall ensure that stringent action including filing of FIR is taken against any individual or group who has tried to deviate money and resources, manipulate and sabotage the Scheme.
- g) Shall ensure that in the case of the contracted NREGS-AP staff who have been proven during the Social Audit process, to have indulged in malpractice and deviation of the Scheme, stringent and immediate action is taken, which includes filing of criminal cases and termination of services.
- h) Shall ensure that in case malpractice and deviation of the Scheme by Government Officials action is initiated as per the Civil Service Rules.

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**(II) Program Officer and Additional Program officer:**

- a) Shall provide the information as requested about the scheme within the stipulated period promptly (7 days in accordance to the NREGA Operational Guidelines, 2005) period promptly.
- b) Shall communicate in writing information regarding the Social Audit process and date of the Social Audit Gram Sabha to the EGS functionaries, public representatives and wage seekers on the SA process.
- (c) The MPDOs /Additional Program Officers along with the EGS functionaries shall necessarily participate in the social audit public meeting.
- d) Shall take immediate corrective action on the issues arising out of social audits and shall ensure that decisions taken during Social Audit public meeting translate into administrative action.
- e) Shall dispose off any dispute or complaint recorded in the Social Audit report
- f) Shall give access to the village social auditors and labourers' representatives to attend the bi - weekly appraisal meetings and apprise them of the action taken by the Administration.

**9. Action on the Social Audit findings:**

It is mandatory for the representatives of the implementing agency to be present at the Social Audit Gram Sabha and shall ensure that corrective action is taken on the findings and shall implement the decisions taken at the Social Audit Gram Sabha without fail and with utmost sincerity.

Any issue which is raised during a Social Audit or any item in the Social Audit report that indicates a contravention of the Act or a shortcoming in the implementation of National Rural Employment Guarantee Act should automatically be interpreted as a "complaint" under the Grievance Redressal Section of the National Rural Employment Guarantee Act, 2005.

Where there is a dispute in the findings of the Social Audit the administration shall cause an enquiry and shall decide on the issue at the earliest and not later than one month;

Wherever, in the course of a Social Audit, if evidence, through written and oral testimonies against those who have misappropriated money is established, action shall be initiated for recovery. This action for recovery shall be without prejudice to action to be taken against the person under the relevant laws; provided that wherever it is established that these irregularities / extractions have had a direct relation to wage payments under National Rural Employment Guarantee Act and the amount shall be paid back to workers within a period of a week.

**(10) Budget for the Social Audit Process:**

The costs of establishing and running a Social Audit Cell and conduct of social audits, shall be met from administrative costs allowed for NREGS.

(BY ORDER AND IN THE NAME OF THE GOVERNOR OF ANDHRA PRADESH)

K. RAJU,  
PRINCIPAL SECRETARY TO GOVERNMENT.

:8:

To

The Commissioner, Printing, Stationery and Stores Purchase(Printing wing) Printing Press, Chanchalguda, Hyderabad with a request to publish the Notification in the next issue of extraordinary Gazette and furnish 1000 copies to PR & RD (RD.II) Department.

The Commissioner, Rural Development, Hyderabad.

The District Collectors and District Programme Coordinators of 22 NREGS-AP Districts.

The Project Directors, DWMAAs and Addl. Dist. Programme Coordinators of 22 NREGS, AP., Districts.

The Project Directors, DRDAs and Addl. Dist. Programme Coordinators of 22 NREGS-AP., Districts.

The Chief Executive Officers, ZPs and Addl. Dist Programme Coordinators of 22 NREGA, AP Districts.

The Project Officer, ITDA and Addl. Dist. Programme Coordinators of Warangal, Khammam, Adilabad, Vizianagaram, Mahabubnagar, Srikakulam and East Godavari, West Godavari and Visakhapatnam Districts.

The District Panchayat Officers of 22 NREGS-AP Districts

The Mandal Development Officers through Chief Executive Officers of 22 NREGS-AP Districts.

The Panchayat Secretaries of Gram Panchayat through Dist. Panchayat Officers of 22 NREGS-AP Districts.

The Commissioner, Panchayat Raj, AP., Hyderabad

The Commissioner, Tribal Welfare, AP., Hyderabad

The Commissioner, Social Welfare, AP., Hyderabad

The Managing Director, AP State SC Coop.Fin.Corpn.Ltd, Hyderabad

The Commissioner, AMR APARD, Rajendranagar, Hyderabad

Copy to:

The Executive Directors of District Scheduled Castes Cooperative Societies Ltd (22 NREGS-AP Districts)

The Accountant General, AP, Hyderabad

The Director of Treasuries and Accounts, A.P. Hyderabad

The Special Secretary to Chief Minister.

PS to Minister (PR, RWS & EG).

PS to Chief Secretary to Government./Law(A)Department

PS to the Principal Secretary to Government (RD)./

The PR&RD (Genl)Department, (2 Copies).

//FORWARDED : : BY ORDER//

SECTION OFFICER.(FAC)



(under Rule (5))  
APPLICATION FOR INFORMATION REGARDING  
APREGS WORKS UNDER THE RTI ACT.

Date:

To

The Mandal Parishad Officer,  
.....Mandal,  
.....District.

Respected Sir,

Subject: Regarding Information pertaining to Works in Progress  
in the Mandal under the APREGS.

Under Section 4 of the National Rural Employment Guarantee Scheme, we request for information to be furnished regarding the details of works that have been completed and those that are in progress in the Mandal under the APREGS since its inception in a week days time to conduct Social Audit in your Mandal from.....To..... (dates).

We have provided the list in Annexure-I

With Regards,

Yours Sincerely,

Social Audit (Resource Person) R.D.

..... District.

Copies to:

- 1.P.D., DWMA .....District
2. Director, APREGS, Hyderabad
3. Director, SPIU, RD, Hyderabad.

Annexure 1 to Form 1

**Details of Information**

- 1.Shelf of Works
1. GP resolution
- 3 Technical Estimation and Sanction (work wise)
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- 12 Final report.

Form 2

To

Date:\_\_\_\_\_

The MPDO/ PO

APREGS,

\_\_\_\_\_ Mandal,

\_\_\_\_\_ District,

Andhra Pradesh.

Sir / Madam

Sub: APREGS – Conduct of Social Audit on works taken  
up in Rural Employment Guarantee Scheme in the  
mandal- request for relevant records. - reg

It is to inform that as it has been decided to conduct the social  
audit on works undertaken in this mandal under APREGS from  
\_\_\_\_\_ date to \_\_\_\_\_. Therefore it is requested  
to handover the Xerox copies of all relevant records with in one week  
under sub section (1) of section 4 of Right to Information Act, 2005.

Authorized signature